

Comprehensive Plan and Code Amendments, File No. 2018-07

October 15, 2018
City of Hood River Planning Commission

October 15, 2018 Hearing - File No. 2018-07

- Background
- Land Use Framework



BACKGROUND - File No. 2018-07

- The Westside Area Concept Plan Report recommends amendments to the City's Comprehensive Plan, Transportation System Plan, Capital Facilities Plans, Zoning Map, Subdivision Ordinance and Zoning Ordinance.
- Policy and code updates identified in the process may not be limited to the Westside, and could be applied throughout the City and Urban Growth Area.

BACKGROUND- File No. 2018-07

- Tonight's hearing is a continuance of the legislative amendments hearing from August 20, 2018.
- The topic of tonight's discussion is based on the "process roadmap" that was outlined before the first hearing.
- Planning Commission is reviewing Westside Area Concept Plan Report, and refinements will be made prior to sending recommendations to the City Council.

Westside Area Concept Plan Process Roadmap, Meetings 1-3

Step	Meeting	Topic
1	February 20, 2018 Planning Commission Work Session	<ul style="list-style-type: none"> • Background and project history • Outline the process for moving forward including public involvement, City and County coordination, opportunities for public comment, code changes • Overview of documents and issues • Refinement of the work plan
2	March 19, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none"> • Open evidentiary hearing, record and public testimony • Introduction chapter • Background and project history • Vision, guiding principles • Land Use Framework (background and preview)
3	May 21, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none"> • Neighborhood-District Framework, neighborhood design and block guidelines • Streets Framework • Bicycle and Pedestrian Framework

Westside Area Concept Plan Process Roadmap, Meetings 4-6

4	July 16, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none">• Park and Open Space Framework• Infrastructure funding
5	August 20, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none">• Land Use Framework meeting #1 including discussion of Scenarios A, B and C
6	City Council work session A Wednesday, October 10, 2018	<ul style="list-style-type: none">• Progress update and discussion with planning commissioners.

Westside Area Concept Plan Process Roadmap, Meetings 7-9

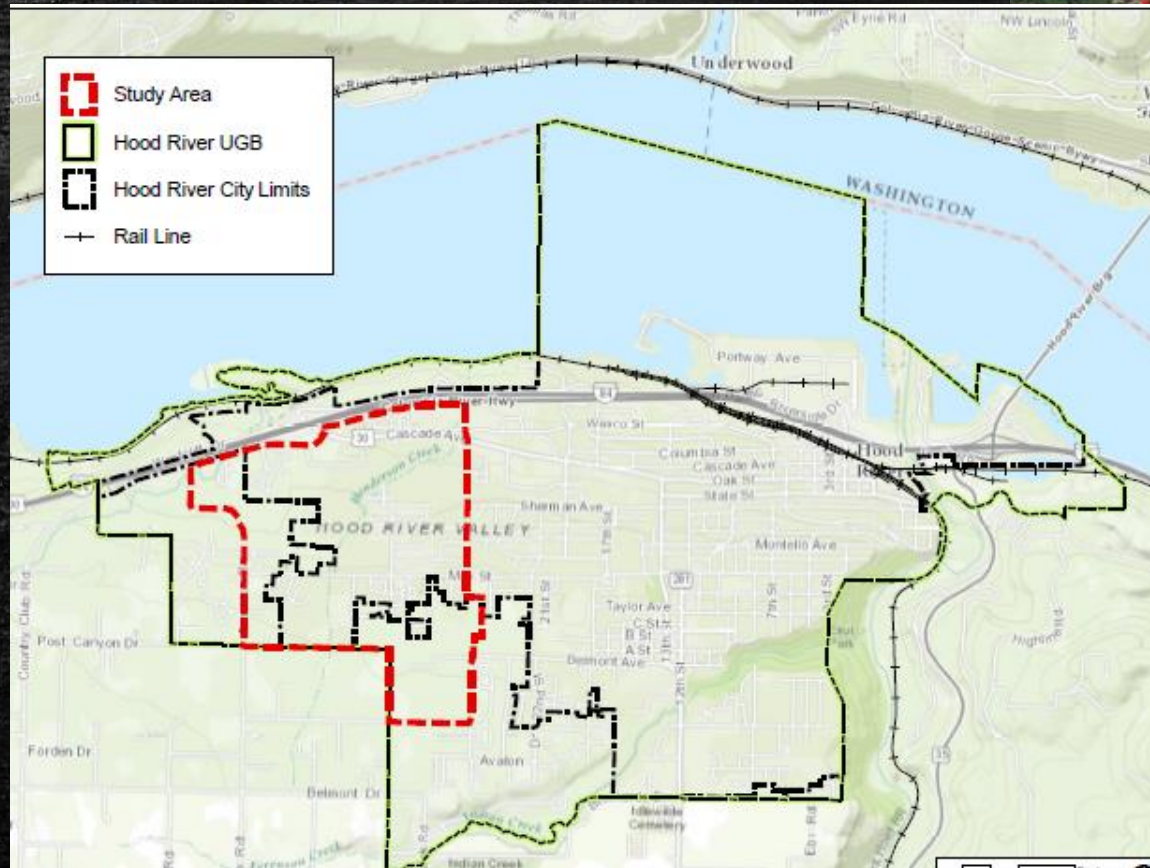
7	<p>October 15, 2018 Planning Commission Public Hearing</p>	<ul style="list-style-type: none"> Land Use Framework meeting #2 Review of housing policy and approach¹ <p>¹See <i>Concept Plan Report, "A Roadmap for Defining Westside Area Land Use"</i> (pg. 51).</p>
8	<p>PC 7 Date TBD</p>	<ul style="list-style-type: none"> Land Use Framework meeting #3: working toward a plan map² <p>² When a draft map is prepared, the City should assess whether revisions are required to the transportation analysis, Transportation Planning Rule findings, and park acreage calculations.</p>
9	<p>PC 8 Date TBD</p>	<ul style="list-style-type: none"> Land Use Framework meeting #4 (if needed): Identify draft plan map² Implementation: Comprehensive Plan policies and supporting documents Implementation: Code discussion #1, including code topics to be addressed³ <p>³ The City should consider being selective about which of the draft code amendments should move forward as part of the Concept Plan. It may be possible to "shortlist" the higher priority ones that can be finalized in fewer discussions. The list noted in Step 9 will identify which code updates are important to accompany an updated Westside land use map and which can wait until a future process.</p>

Westside Area Concept Plan Process Roadmap, Meetings 10+

10	CC Work Session B Date TBD	<ul style="list-style-type: none"> Hear recommendations for draft plan map preferred alternative Implementation: Comprehensive Plan policies and supporting documents Implementation: Code discussion #1, including code topics to be addressed³ <i>³ The City should consider being selective about which of the draft code amendments should move forward as part of the Concept Plan. It may be possible to “shortlist” the higher priority ones that can be finalized in fewer discussions. The list noted in Step 9 will identify which code updates are important to accompany an updated Westside land use map and which can wait until a future process.</i>
11	PC 9 Date TBD	<ul style="list-style-type: none"> Code update discussion
12	PC 10 Date TBD	<ul style="list-style-type: none"> Code update discussion (if needed)
13	PC 11 Date TBD	<ul style="list-style-type: none"> Code update discussion (if needed)
14	Joint PC-CC Work Session C Date TBD	<ul style="list-style-type: none"> Approval of final adoption package including code

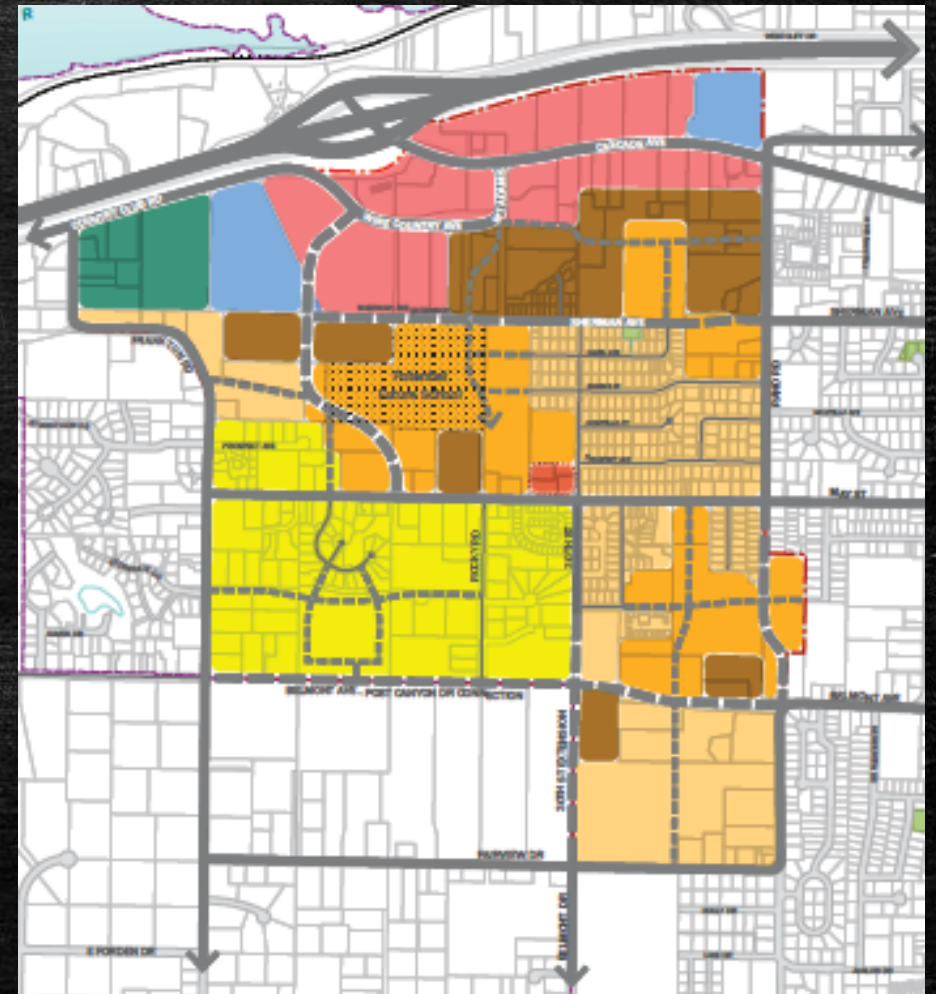
Westside Area Concept Plan Report Study Area

Study area,
approximately 450 acres



Westside Area Concept Plan Report Framework Plans

- Neighborhoods and Districts
- Streets and Transit
- Pedestrian and Bicycle Connections
- Parks and Open Space
- Land Use (three scenarios drafted)



Westside Area Concept Plan Report

City Council Work Session “A”

City Council held a work session and received a progress update on October 10, 2018. Questions/issues raised:

- How to assure that concepts will be produced?
- How to incent smaller footprint homes?
- Seems like there is broad agreement on goals but there is also mistrust by some participants.
- Concern that easy changes will be made rather than comprehensive implementation.

Westside Area Concept Plan Report

City Council Work Session “A”

Council work session questions/issues continued:

- Missing an understanding of desired housing types and what streetscapes should look like before doing the code.
- Concern there is a disconnect between anti-density sentiment and the neighborhoods people love that are relatively dense such as in the Heights.
- Want “teeth” to implement the Parks and Open Space, and Bike and Pedestrian Frameworks.
- Interest in seeing residential design standards.

Westside Area Concept Plan Report

City Council Work Session “A”

Council work session questions/issues continued:

- How to get roads where we need them?
- Can the City move forward with updates to the Transportation System Plan first?
- Concern about the amount of time it is taking to complete and implement the plan.
- Would like the Planning Commission to provide a bullet point list of consensus issues and explain if anything fell off list. Also, pros and cons of potential policies.

Westside Area Concept Plan Report City Council Work Session “A”

Council work session questions/issues continued:

- Concern with public perception – it is troubling that people come to hearings and speak defensively – need to continue an open dialogue.
- Problem is that people don't want change – we're all scared of change. Also, conflicting values. Need more soul searching and focus on how things will change.
- Concern that delay in implementation of plan may be delaying some property owners from developing.

Westside Area Concept Plan Report City Council Work Session “A”

Council work session questions/issues continued:

- What percentage of the west side study area has been developed since the beginning of the concept plan process?
- How to implement the same code in Urban Growth Area?
- Have property owners been involved in process?
- Employers need employees, and employees need housing.
- Part of fear is due to complexity. Until all the pieces are put together, there will be concerns.

Westside Area Concept Plan Report City Council Work Session “A”

Work session questions/issues from audience:

- Concern that the concept plan report is too complex.
- Concern about draft code, minimum lot size in R-3 Zone.
- Concern there is no evidence that more housing will improve affordability.
- When will the plan be actionable?

Westside Area Concept Plan Report

Land Use



Westside Area Concept Plan Report – Pages 51-54

Land Use Framework

Steps, Options, and Recommendations

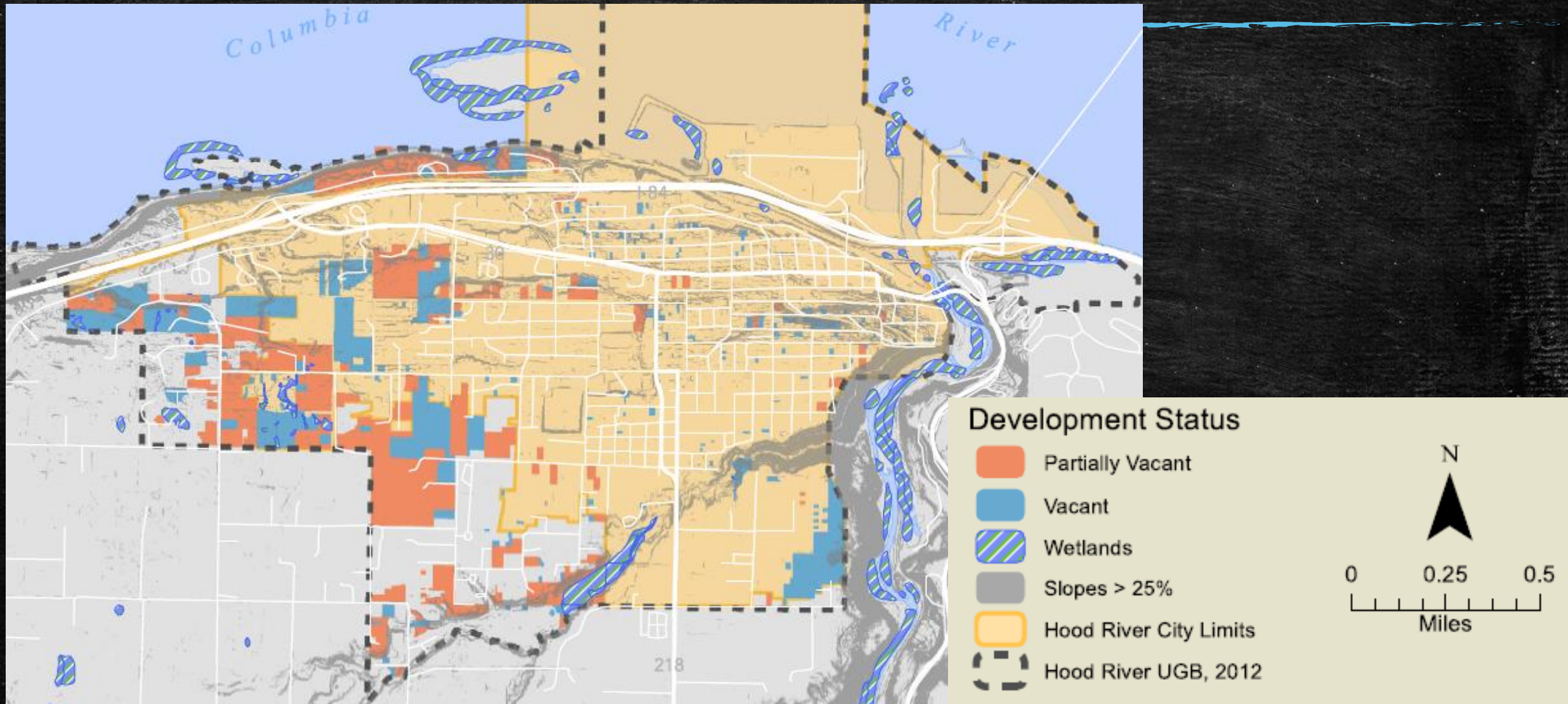
The City of Hood River has examined its land use needs thoroughly in recent years. The analyses have established strategies and actions adopted in the Housing Needs Analysis (HNA). The concept planning process evaluated application of these strategies and actions in the context of a Westside Area Concept Plan, however, that evaluation did not result in a consensus by the Project Advisory Committee (PAC) on the policy approach or how it would be mapped in a Land Use Framework. To help move the process forward, this section provides a roadmap for how the policy approach and a revised Westside Area Land Use Framework should be discussed and decided by the Planning Commission and City Council. Recommendations from the project team are included.

Westside Area Concept Plan Report – Pages 51-54

Land Use Framework

1. **Articulate the overall housing policy direction that will guide the finalization of the Westside Area Concept Plan.** Specifically, the Planning Commission and City Council should affirm whether Housing Strategy 1, Action 1.1. will be implemented as part of finalizing the Westside Area Concept Plan. Action 1.1 states: “Identify land to rezone to allow additional moderate-and high-density single family detached and multifamily development.”

BACKGROUND - Westside Area Concept Plan Report 2015 Residential Buildable Land Inventory



Westside Area Concept Plan Report – Pages 51-54

Land Use Framework

Project team recommendation: Action 1.1 should be affirmed and implemented. Increasing the supply of land for moderate and high density housing is fundamental to creating more workforce and affordable housing choices. It is not the only action needed, and is not easy, but it is a necessary and fundamental action for addressing Hood River's housing needs. Whether or not Action 1.1 will be implemented in the Westside Area is also a City choice, and is addressed in the next step.

Westside Area Concept Plan Report – Pages 51-54

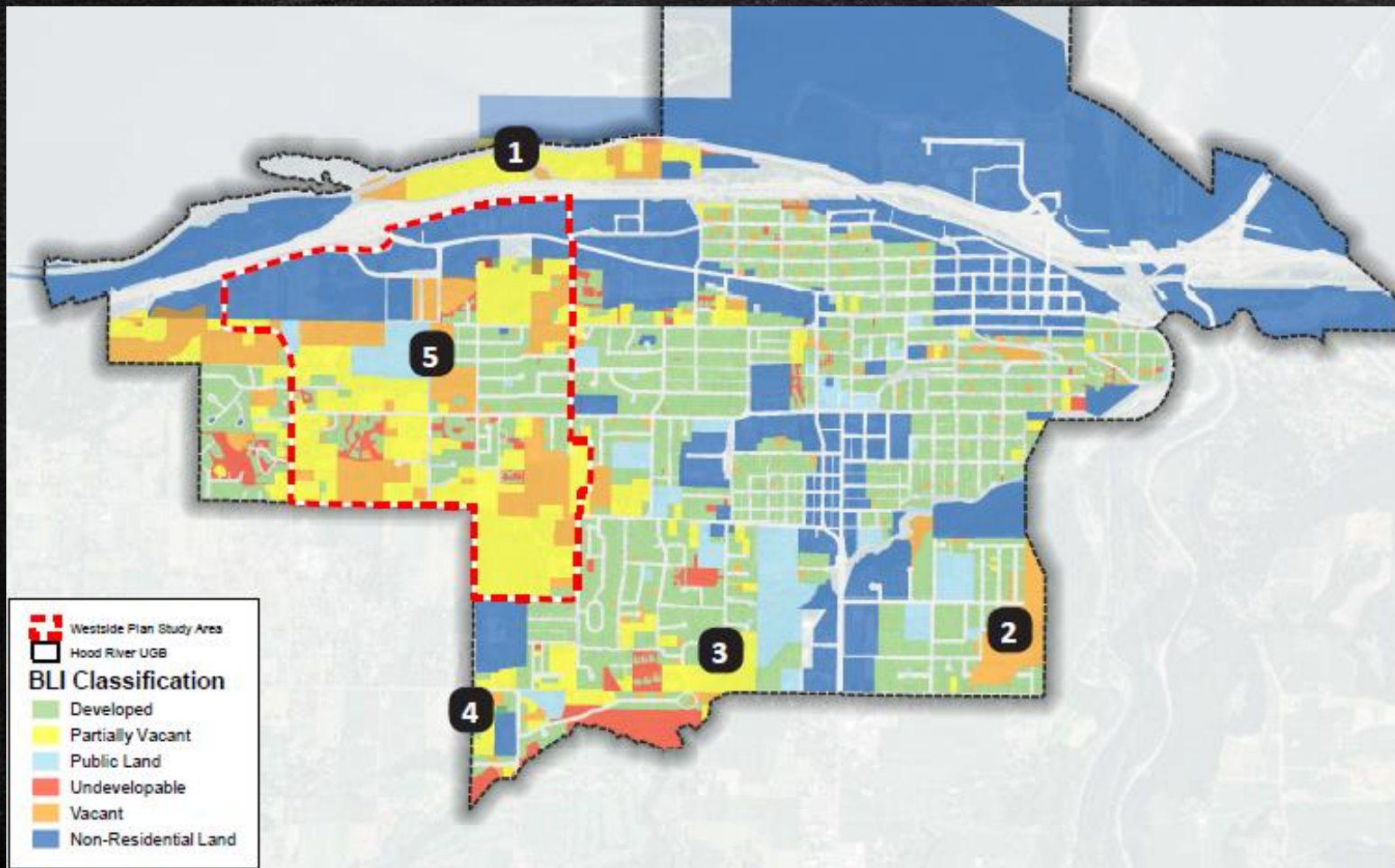
Land Use Framework

2. **Review options citywide, then determine the conceptual role of the Westside Area for providing workforce and affordable housing.**¹⁸ This step will first evaluate and determine the realistic opportunities for implementing Action 1.1 outside of the Westside Area. The questions are practical: To what degree, if at all, should the city rely on the development within the C-2 zone (or other mixed-use zones) to deliver multifamily housing? What are the realistic opportunities to re-designate low-density residential (R-1 or R-2) lands to higher densities outside of the Westside Area? For any code changes that will facilitate moderate- and high-density housing, which are appropriate to apply outside of the Westside Area, and how effective will they be in actually delivering new housing? After answering these and related questions from a citywide perspective, the City will then be in a position to articulate the conceptual role of the Westside Area in implementing Action 1.1.

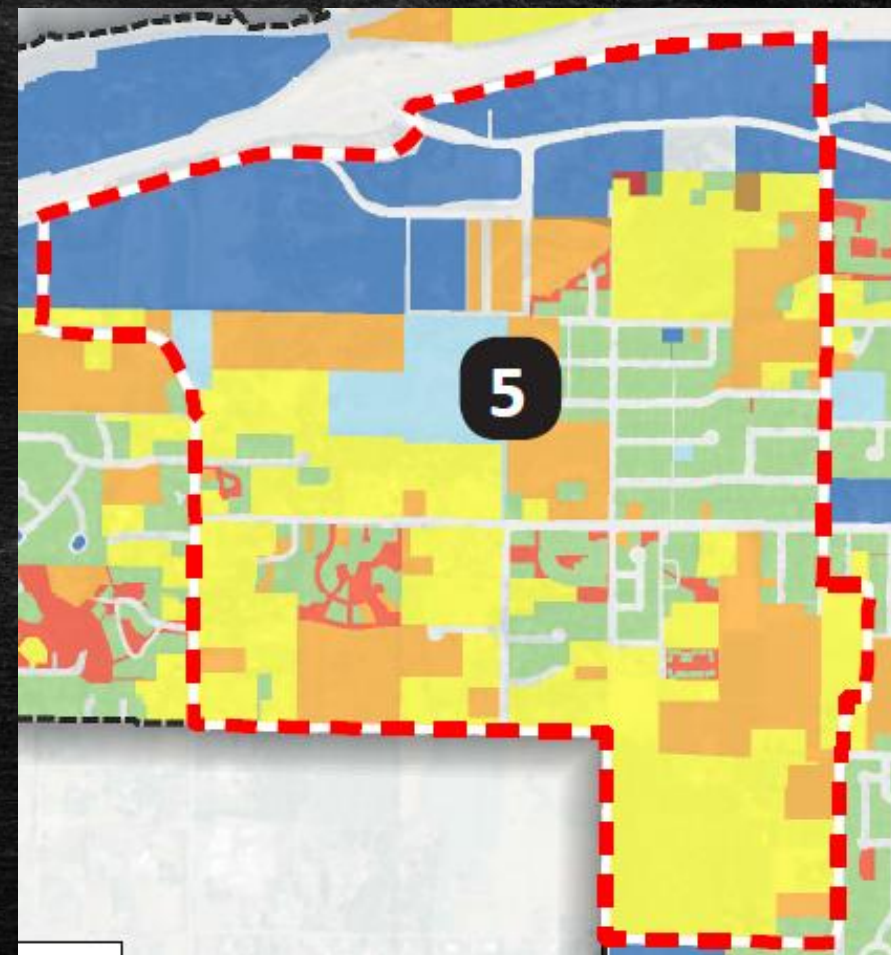
¹⁸ Step 2 of the roadmap assumes affirmation of the housing policy in step 1.

Westside Area Concept Plan Report Buildable Lands - Annotated

Figure 21



Westside Study Area



Westside Area Concept Plan Report – Pages 51-54 Land Use Framework

Project team recommendations: (A) The City should continue to allow and encourage multifamily housing in C-2 and other mixed-use zones. However, it should not rely on commercial land to meet much of its multifamily housing need in the short term (1-5 years) based on expected land development economics. (B) If appropriate areas outside of the Westside Area can be identified for re-designation for higher densities, the City should consider those so as to increase its overall opportunities and potentially reduce the need for moderate and high density housing in the Westside Area; (D) Based on the BLI, the Westside Area is the City's best opportunity to implement Action 1.1 to any significant degree. The opportunities for moderate and high density housing should be increased in the Westside Area carefully and with continued community input through the re-designation of some existing R-1 and R-2 lands to R-2.5 and R-3. The map changes should be combined with policies, framework plans, and code changes directed at regulating new development to produce livable neighborhoods.

Westside Area Concept Plan Report – Pages 51-54

Land Use Framework

3. **Determine the Land Use Framework for the Westside Area.** Using the foundation of policy and spatial guidance from the previous steps, the City should finalize the Land Use Framework for the Westside Area. The draft Land Use Framework prepared during the concept planning process provides a starting point that utilizes the following key concepts:
- Retain existing zoning on parcels that are developed and not expected to further infill or divide.
 - Retain the existing R-1 zoning in the southwest area of the plan, based on transect planning principles.
 - Re-designate selected undeveloped R-2 lands to a new R-2.5 designation that has a 4,000 square foot minimum lot size.¹⁹

19 Per Strategy 1 of the HNA.

Westside Area Concept Plan Report – Pages 51-54

Land Use Framework

- Re-designate selected areas to R-3 in relatively small acreages and in several strategic locations in order to increase the amount of land planned for moderate and high density housing in locations near services, transportation corridors, and parks.
- Update the R-3 zone to encourage or require higher densities of residential development than are currently allowed.
- Increase the mix of housing types throughout the plan area.
- Do all of the above in the context of adopting code updates to achieve minimum densities while adding design standards, cottage and cluster housing provisions, preserving open space, and incorporating other livability-related provisions.

Westside Area Concept Plan Report – Pages 51-54

Land Use Framework

- Do all of the above in the context of implementing the other physical framework plans for neighborhoods and districts, streets, pedestrian and bicycle connections, and parks and open space.

If the City determines that the Westside Area is a good location to enact these types of changes to some degree, the tangible questions are: how much change from existing zoning is appropriate, and where? From a physical planning viewpoint, the land use pattern shown on the draft Land Use Framework (presented to the PAC in August, 2017 (referenced as Scenario A below) is fairly flexible. It can be “dialed up” and “dialed down” to achieve desired outcomes, including how much moderate and high density housing is the right amount to locate in any given part of the Westside Area. Regardless of the amount of any particular land use, the Concept Plan is designed to “knit together” into a highly livable community - provided the physical frameworks and code updates are part of the package and are implemented over time.

Westside Area Concept Plan Report – Pages 51-54

Land Use Framework

From a housing count and mix perspective, the R-3 lands on the plan have the greatest influence. That is, a relatively small acreage change to the R-3 areas has a relatively large influence on the overall housing count and mix. Figure 23 through Figure 25 show several scenarios for revisions to R-3.

Project team recommendation: Adopt a Land Use Framework that implements the key concepts listed above and is supported by the other framework plans and draft code updates. Three “scenarios” are described below, and recommended as a starting point. They scenarios include the draft Land Use Framework and two variations that focus on different amounts of R-3 in the Westside Area. Regarding R-2.5, the team believes the pattern on Scenario A is generally correct and that R-2.5 is a good choice for the vacant and partially vacant properties shown. Some site specific adjustments may of course be identified as the map is finalized. The team believes all three of these scenarios are reasonable choices that will implement the Westside Area vision and guiding principles, and deliver some measure of implementation of Action 1.1.

Westside Area Concept Plan Report

Land Use Framework – Residential Zoning

Scenario A – Estimated Capacity and Mix

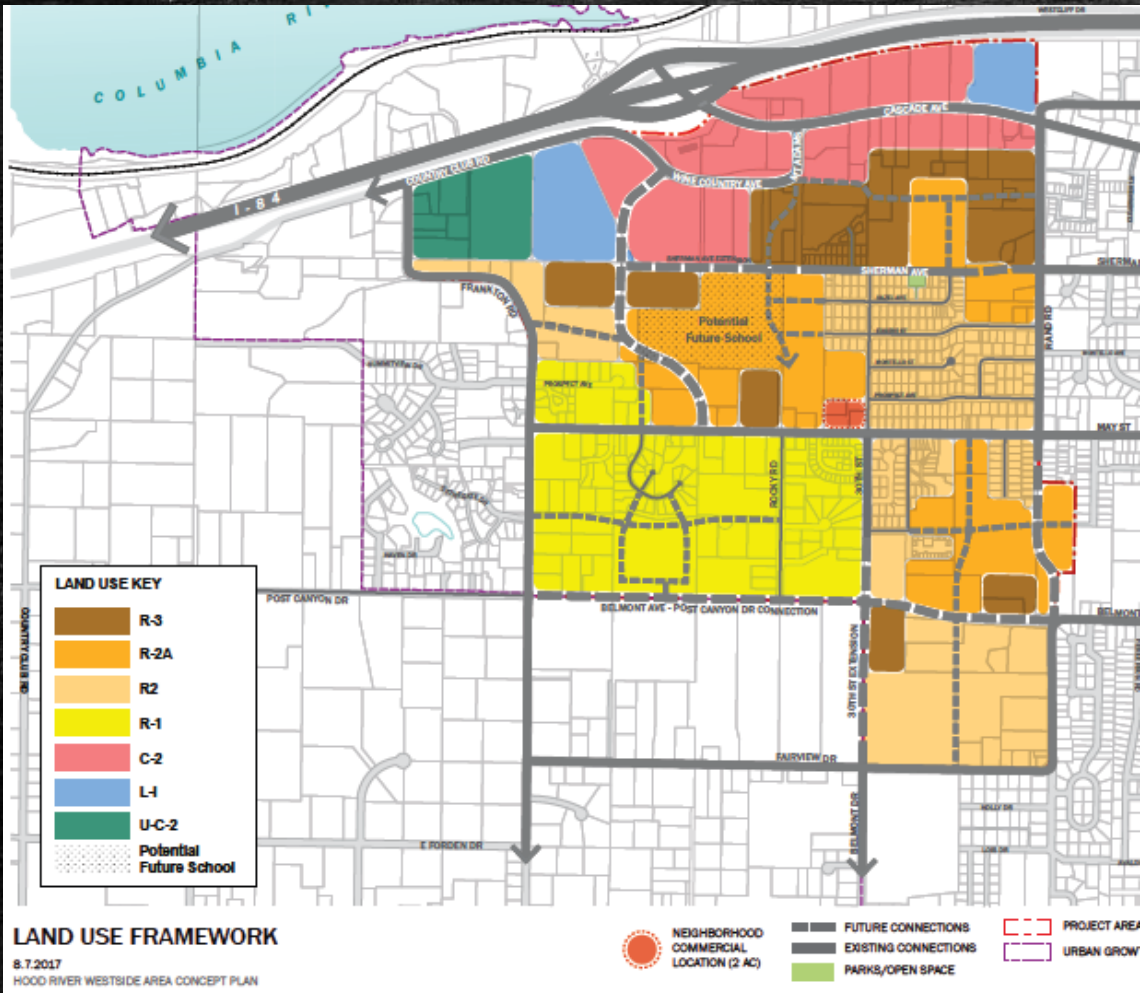


Table 3. Estimated Development Capacity of Scenario A

	R-1	R-2	R-2.5	R-3
Assumed Density (Units/Acre)	5.3	7.7	8.4	20.3
Developable Acreage (subtracting assumed parks)	41.8	37.0	51.1	38.9
New Dwelling Units (including approved developments)	206	288	429	790
Total New Units	1,713			
Existing Units in Westside Area	535			
New Units + Existing Units	2,248			

Table 4. Estimated Mix of New Housing Units – Scenario A

	R-1	R-2	R-2.5	R-3	Total	
Single Family Detached	206	158	227	0	591	35%
Single Family Attached	0	75	116	158	349	20%
Multifamily	0	55	86	632	773	45%
Total	203	288	429	790	1,713	100%

Westside Area Concept Plan Report

Land Use Framework – Residential Zoning

Scenario B – Estimated Capacity and Mix

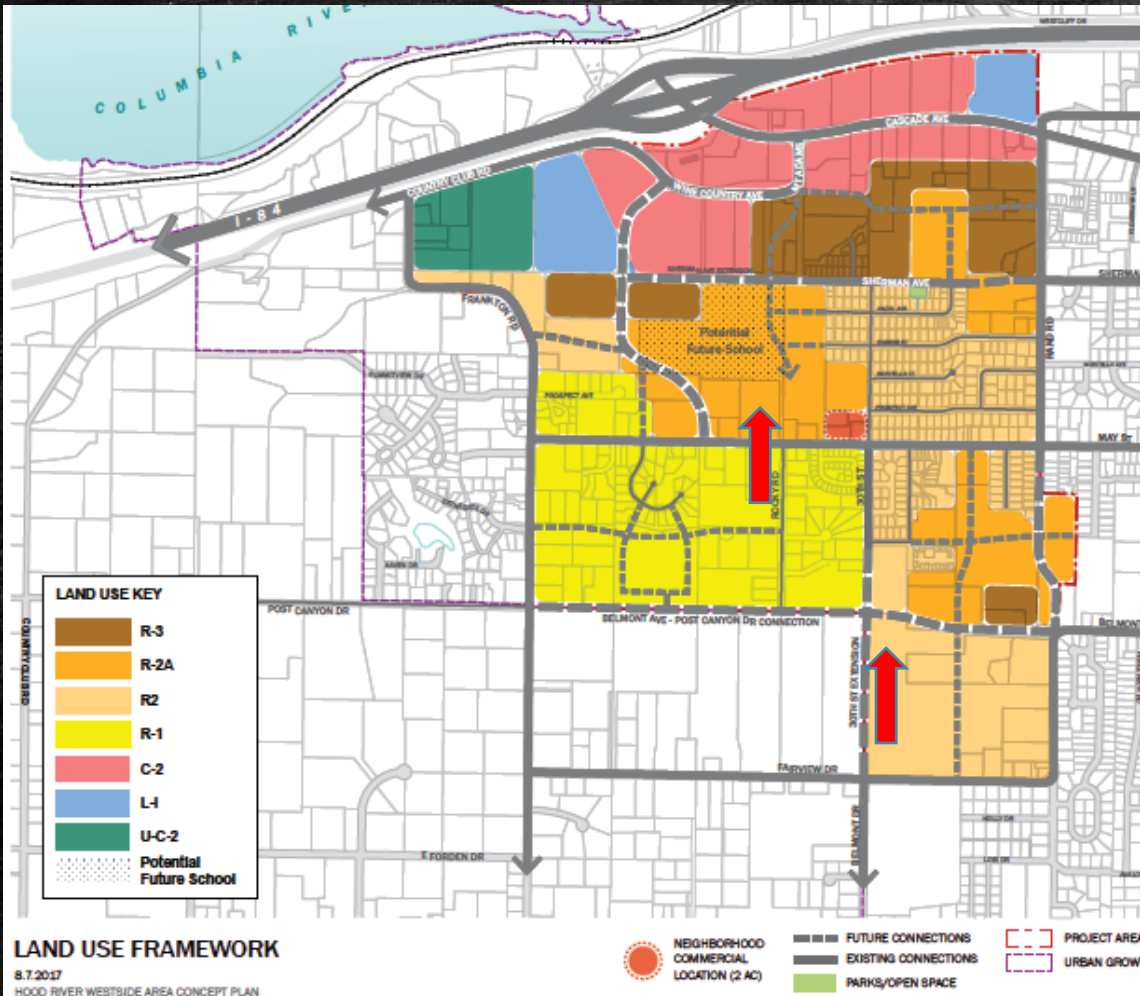


Table 5. Estimated Development Capacity of Scenario B

	R-1	R-2	R-2.5	R-3
Assumed Density (Units/Acre)	5.3	7.7	8.4	20.3
Developable Acreage (subtracting assumed parks)	41.8	41.0	54.0	31.9
New Dwelling Units (including approved developments)	206	319	454	648
Total New Units	1,626			
Existing Units in Westside Area	535			
New Units + Existing Units	2,161			

Table 6. Estimated Mix of New Housing Units – Scenario B

	R-1	R-2	R-2.5	R-3	Total	
Single Family Detached	206	175	241	0	621	38%
Single Family Attached	0	83	1123	130	335	21%
Multifamily	0	60	91	518	670	41%
Total	203	319	454	648	1,626	100%

Westside Area Concept Plan Report

Land Use Framework – Residential Zoning

Scenario C – Estimated Capacity and Mix

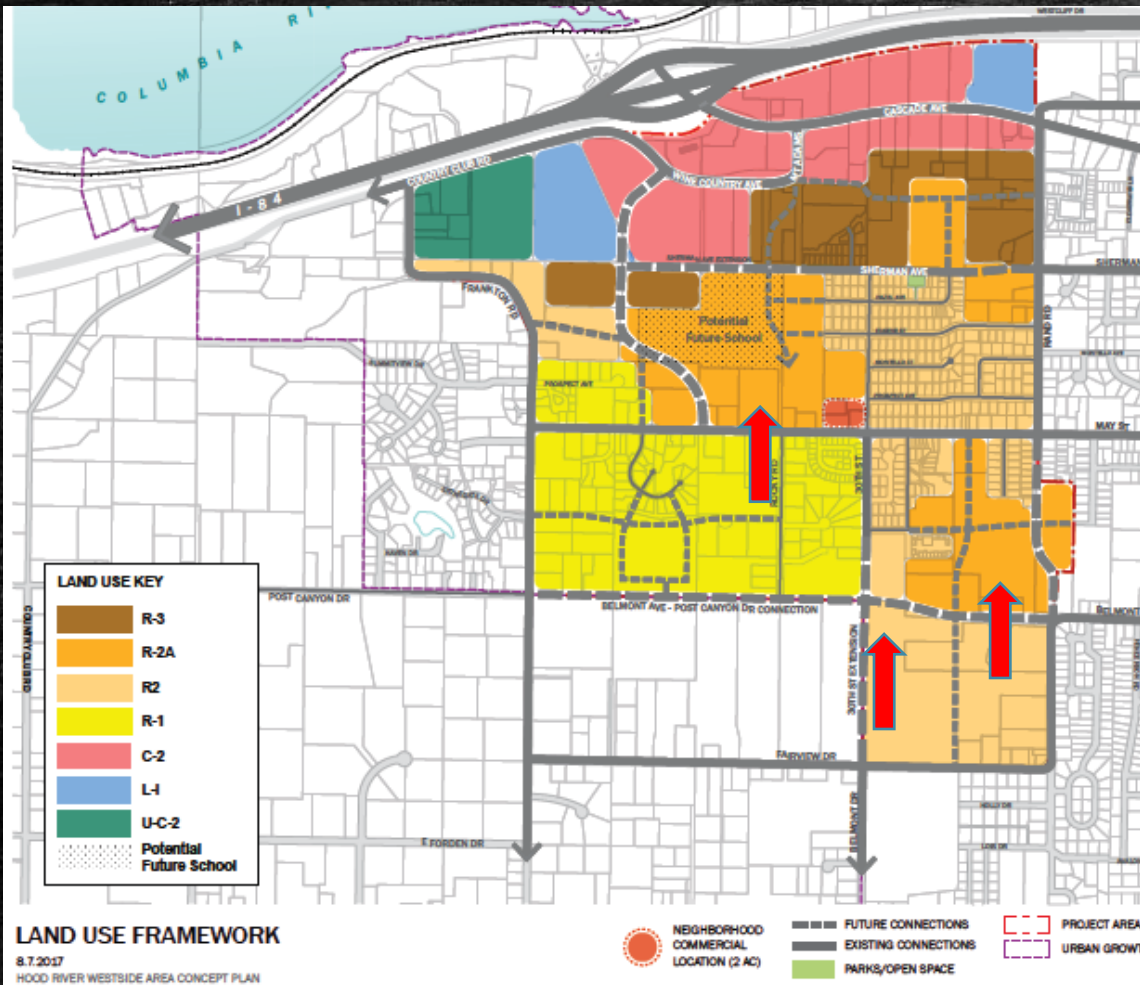


Table 7. Estimated Development Capacity of Scenario C

	R-1	R-2	R-2.5	R-3
Assumed Density (Units/Acre)	5.3	7.7	8.4	20.3
Developable Acreage (subtracting assumed parks)	41.8	41.0	58.0	27.9
New Dwelling Units (including approved developments)	206	319	488	567
Total New Units	1,579			
Existing Units in Westside Area	535			
New Units + Existing Units	2,114			

Table 8. Estimated Mix of New Housing Units – Scenario C

	R-1	R-2	R-2.5	R-3	Total	
Single Family Detached	206	175	258	0	639	40%
Single Family Attached	0	83	132	113	328	21%
Multifamily	0	61	98	454	612	39%
Total	206	319	488	567	1,579	100%

Westside Area Concept Plan Report

Land Use Framework – Estimated Citywide Residential Mix

Table 9. Estimated Mix of New Housing Units – Citywide Comparison

	SFD	SFA	MF	Total
Citywide Housing Mix (ACS 2009-2013)	2,187 62%	121 3%	1,233 35%	3,541 100%
Base Case	879 78%	100 9%	154 14%	1,133
Base Case + Citywide	3,066 66%	221 5%	1,387 30%	4,674 100%
<u>Scenario A</u>	591	349	773	1,713
Scenario A + Citywide	2,778 53%	470 9%	2,006 38%	5,254 100%
<u>Scenario B</u>	621	335	670	1,626
Scenario B + Citywide	2808 54%	456 9%	1903 37%	5167 100%
<u>Scenario C</u>	639	328	612	1579
Scenario C + Citywide	2,826 55%	449 9%	1,845 36%	5,120 100%

Westside Area Concept Plan Report

Discussion of Land Use Framework

Questions?

Recommendations?

Westside Area Concept Plan Report Land Use Framework

Next meeting: continued Planning Commission hearing with focus on Land Use Framework per “process roadmap.”

File No. 2018-07

Staff suggests a motion to continue the
Planning Commission's hearing

for File No. 2018-07

to Monday, November 19 (or other specific date), 2018,

at 5:30pm in the City Council Chambers

for further hearing and discussion.